



## **MANAGING THE TEACHING TEAM** by Bruce S. Cooper

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### *Introduction*

School leaders across the world work hard to recruit and replace teachers as a critical personnel process for building and maintaining educational continuity, quality, and improvement. This chapter analyzes the rules, regulations and procedures for (a) preparing, (b) hiring and (c) replacing teachers, comparing a sample of practices in different nations, and different types of schools (lower and upper, public, private and religious), to explore the following questions:

1. Where must schools turn to find new teachers?
2. How much discretion do school leaders have in selecting new teachers in their effort to build a team of teachers to maintain the values and vision of their schools?
3. How centralized (nationalized) are the preparation, certification, and hiring of teachers, among the central, regional, local governments, or local

educational agencies?

4. What separate, independent controls do schools have when recruiting new teachers, and when comparing public and private schools?

Conceptually, at one end of the personnel continuum, teachers receive their preparation and training -- gain or earn a teaching “license” or “certification” -- and then apply for *jobs directly* to the school at which they wish to work. Then the school leaders can make a choice of which teachers to hire, based on their preferences and needs. Schools can thus select from a wide range of candidates with different types and levels of training, certification, and experiences.

Or teachers in some countries like the United States can apply directly to a private school for a job, and the school may hire them without their teaching license; often just a Bachelor of Arts (BA) or Bachelor of Science (BS) degree will do. The less centralized the education systems, the less controls and requirements exist for training of teachers, and for hiring them in the nonpublic sector.

In contrast, in more centralized countries, the preparation, certification, and assignment of teachers are mostly done by a single governmental agency. Hence, local school leaders have more limited choices and less control over whom they can hire, from what sources, and with what backgrounds and training. And teachers must conform to a national standard, preparation, and licensing before they can apply or be assigned to teach in schools.

It’s all about control: whether schooling is highly centralized and standardized, or privatized, localized, and decentralized – all key variables in educational structure and governance. For the school, and its leadership, good education is all about finding good-quality teachers who share common values and skills, to create teams and teamwork at the school level.

### ***Teamwork for teachers: how to recruit the right staff***

Teambuilding has never been easy, as teachers come from very different backgrounds and work “alone” in the classroom (i.e., one teacher with students in each classroom) – one of factors that has prevented teachers from becoming full professionals. School leaders are trying to build a team as they recruit, filling a need for skills and subject fields, while hoping to find a teacher who “fits into” the ethos and culture of their school. And educators have been trying for generations to end the isolation of teaching and make it more collaborative and professional.

Prominent occupational sociologists such as Dan Lortie (1975) in *Schoolteacher: A Sociological Study* -- and more recently in a follow-up study, Eugene F. Provenzo, Jr., and Gary N. McCloskey (*Schoolteacher and Schooling: Ethoses in Conflict*, 1996) --

conceptualized and analyzed school teaching from many perspectives. To end the isolation of teaching, they argue, and the “tyranny of the classroom walls,” teaching will have to be made more professional.

Smilansky (*British Journal of Education* 2011) did a study of teachers, comparing what they felt “inside” their classrooms with the students versus what effect their work environment had on them. Since teachers have rarely been considered professionals, sociologists have used the term “semi-professional”.

Amitai Etzioni’s foreword to *The Semi-Professions* summarizes some of the limits of the occupations of teaching, nursing and social workers: “Their training is shorter, their status is less legitimate, their right to privileged communications is less established, there is less of a specialized body of knowledge, and they have less autonomy from supervision or social control than ‘the’ professions” (1969, p. v). Goode in the Etzioni book saw two key differences between “real” professions and teaching: that teachers do not have (1) a “specialized body of knowledge” such as in law, medicine, and engineering, nor do they enjoy (2) “the ideal of service”.

How can leaders find teachers who share their values, who can perform well in the classroom, and accomplish the work of professionals, to help all students to do their best work and perform well within their abilities? This chapter looks at the efforts to build teams by recruiting teachers who share the values of the principals and the mission of their schools.

This chapter also explores both private and public schools, at the primary- elementary and high schools-secondary levels, as these four combinations in various nations are often trained, licensed and hired in different ways from five interrelated perspectives:

- What are the types of public and private schools and their status nationally?
- How do these schools operate and relate to the government in hiring and promoting teachers?
- What restrictions do these school face when searching for and employing new teachers for elementary and secondary schools, both public and private?
- What employment requirements in terms of training and licensure do school teachers have, preparing to work in either public or private schools?
- What agencies are in charge of teacher placement, working nationally and regionally?
- How do leaders locate and recruit new teachers who fit the needs and culture of the school, and who contribute to the building teams in their schools?

We thus examine the teacher personnel process from the governmental, school, teacher, and training levels – all to learn how nations hire and replace their teachers. We see two basic differences at the macro-level. In more pluralistic democratic nations, such as the USA, Canada, India, Japan, and others, public and private sectors operate rather independently and differently from region to region, while in the more unitary countries like China the process is more standardized and centralized.

## *Nationalized-centralized control*

At one end of the personnel continuum are nations in which teacher certification and hiring are controlled by a centralized governmental agency; and consequently, schools (and prospective teachers) must apply to and through a government department. Schools are restricted to hiring teachers who are nationally licensed, taking teachers from a national list of candidates. Here are some examples of how the centralized system works in several countries.

## *Preparing teachers*

The first step in the personnel process is the educating, training, and licensing of new teachers in a region or nation. As Norway has a centralized, national system for preparing and hiring new teachers, both public and private schools are subject to the same regulations, under the heading of legal framework stipulated in the

Education Act, § 1.1. Less than 3 percent of children in Norway attend private schools, as regulated by a restricted Private School Act (LOV 2003-07-04 nr 84), which are funded by the government at 85 percent of costs and must comply with government standards, curriculum, and rules.

Most countries have some national standards for teacher preparation and licensing, and schools' hiring and evaluating teachers. And thus, teachers work within these standards and requirements.

Brazil is a good example: the education systems, both in private and public schools, have the autonomy to decide how to provide education in response to local needs and to deliver the right services for each community (albeit in practice this 'autonomy' is severely limited in the case of public schools because of lack of infra-structure and human resources). Nevertheless, the National Education Law (NEL) imposes a minimum standard to be upheld all over the country, which includes not only a national syllabus basis, at each level of education (fundamental and secondary), but also for teacher education, since the Constitution demands a guarantee of standards of quality.

As in many countries, Brazil has some richer areas, and some poorer ones. The problem is that it is very difficult to implement these teacher requirements in the interior and

poorer regions of the country, especially at the first levels of education, and guarantee, at the same time, the quality of education. The NEL tried to enforce these measures in the so-called Decade of Education (1997/2007), the purpose of which was to only employ teachers with higher education or with supervised teacher training (Article 87).

As explained, “Setting standards for teacher preparation and hiring are never easy. In Brazil, the NEL had tried to enforce these in measure in the so-called Decade of Education (1997-2007), for the purpose to admit only teachers with higher education or with supervised teacher training (Article 87).”

This last requirement can substitute, in extraordinary circumstances and taking into consideration the enormous disparities that exist in a huge country like Brazil, the requirement of higher education for teaching in primary schools, as long as the teacher has had teacher education at the secondary school level (*Curso Normal*, cf. Article 62).

## ***Finding and hiring a new teacher***

Norway is a good example of a highly centralized, regulated system for hiring new teachers:

Decisions about staff are regulated in the Education Act, Section 10. Persons appointed to teaching posts in primary and lower secondary and in upper secondary education shall have relevant professional and educational qualifications.<sup>1</sup>

Teaching positions and head teacher posts must be publicly advertised (not for posts vacant for a period shorter than six months). When choosing between two or more applicants to a post, emphasis is placed on education and experience, and the teaching needs that the appointment aims to fulfill. Thus, the schools have the opportunity to define their individual needs through the announcement. All staff appointed in education (kindergarten, primary and secondary education, day-care facilities, cultural schools and providers of help with homework) must present a police certificate.

## ***How centralized is teacher preparation?***

Also, an ongoing review of teacher educations for grades 8 to 13 in Norway includes offers for one-year teacher training program, 5-year integrated teacher education (*lektor*), a 4-year integrated teacher education (*adjunkt*), and 3-year vocational teacher education and teacher training for vocational programs. Teacher education and training institutions are scattered around the universities and colleges across the country. In the future, authorities want to increase the number of teachers in primary school who have a master's degree.

Japan is similar to Norway, as the central government controls training and placement. However, it has changed greatly in the last 40 years. As explained:

After the Second World War, Japan moved to a centralized, highly regulated system of education in a highly coherent society. Teacher training, preparation, licensing, and certification are centrally controlled under national law, with local prefectural boards of education licensing and certifying the teachers. However, the sponsoring group, whether a private school or municipality, each can license and hire their own teachers. And Japan has some local control, with the school leader and the prefectural board having control over personnel decisions.<sup>2</sup>

However, Japan is an important exception to this principle. In the case of municipal compulsory education schools, the prefectural boards of education as opposed to municipal boards have appointive powers. Though municipal schoolteachers are public officials of each municipality, the expenses for their salaries are born by the prefectural governments, and one third of those salaries are subsidized by the national government. Under this financial system, the prefectural boards of education have the power to select and appoint teachers for municipal schools.

Persons wishing to go into the profession of teaching at municipal schools must take examinations administered by prefectural superintendents.

Teaching certification is required of all teachers from kindergarten to the upper secondary level in national schools, public schools, and private schools. Teacher preparation programs for regular teacher certificates are provided at higher education institutions. The requirements for each certificate are prescribed by national law, and prefectural boards of education give the certificates to persons who have completed the required courses.

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Persons wishing to go into the profession of teaching at municipal schools must take examinations administered by prefectural superintendents. The examinations are quite competitive. Considering the opinions of both school principals and municipal boards of education, the prefectural board of education appoints and allocates teachers to each school. However, big cities are granted the power to select and appoint their own teachers.

How much freedom do Japanese private schools have? In Japan, like national and public schools, private schools must also comply with laws and regulations regarding curriculum, school organization, the qualifications of teachers, and maintenance of facilities, among other things. Because they must follow such laws and regulations, public



financial support to private schools is interpreted as constitutional.

Israel provides an example of a different hiring policy for elementary (national) and secondary (local) controls: “The area of teacher employment is jointly controlled. Most teachers in primary schools are employed by the central government, while most teachers in secondary schools are employed by the local authorities.”<sup>3</sup>

But Israel, as a religious Jewish state, makes provision for teachers in the religious sector: “the State Education Law, 1953 specifically stipulates that the ‘council for public-religious education may, for religious reasons alone, cancel the appointment or continued service of a principal, inspector or teacher in a public- religious institution.’ In other words, to the extent that Jewish religious public education is concerned, concordance with the religious outlook of the school may be a prerequisite for staff employment. In practice, religious *Jewish public schools* (italics added) require teachers and administrative staff members to attend the school in modest attire and male staff must wear a *yarmulke* (traditional skullcap).” In the U.S.A., such schools would have similar requirements and practices, but these Jewish schools are not “public.”

Saudi Arabia: In this regard, while the proportion of non-Saudi teachers, who mainly come from neighboring countries, has been declining, the government is greatly concerned about the continuing, large numbers of non-Saudi teachers.<sup>4</sup> Moreover, the Ministry of Education selects and assigns teachers only to public schools, while it assigns directors to most private schools. The teachers in private and international schools are selected by the administration of their schools.

The Saudi education system is centralized, resulting in accountability to the government.<sup>5</sup> Two agencies—the Ministry of Education and the General Presidency of Girls Education—direct almost all of the general elementary, intermediate, and secondary schools in Saudi Arabia, accounting for 93 percent of the students enrolled at these levels. As explained:

The curriculum, textbooks, teacher qualifications and assignments, and general supervision in these schools are the same for both agencies, and also apply to private schools and those directed by other government agencies. State supervision of private schools ensures a level equal to that of governmental schools. All curriculum changes result from the actions of two national committees — the Committee of Educational Policies and the Supreme Committee of Educational Policies. Universities operate semi-autonomously under the Ministry of Higher Education except from Islamic University, which is under the Council of Ministers.<sup>6</sup>

### ***Mixed public-private controls***

Other nations, many in the British traditions (e.g., Wales, England, India, Canada) have two systems: a centralized public system and a private, more decentralized approach to preparing, licensing (if any), and placing teachers in new positions in

the elementary and secondary schools, both public and private. Russia is an interesting case, since it now allows private schools started by public groups and individuals.

This section looks at the characteristics of these more “mixed”, more decentralized models. More choice and authority resides at the more “independent” private (“public”) schools than in more centralized countries discussed above.

In Russia, the controls of licensing and hiring teachers are highly centralized. However, recent laws and provisions allow the creation of private schools. According to the Law on Education article 12.3, state, municipal and non-state (private) educational institutions may be established in Russia.

Private educational institutions are those established by a person or a group of persons and/or by a legal entity other than a state or local authority. Either Russia-based or foreign commercial or non-profit organization as well as associations of the named entities can become founders of a private educational institution (Law on Education article 11). No restrictions exist on who can act as an owner of a private school so long as a person is a fully capable citizen of Russia and is neither listed as an extremist activist in a special state register nor accused by a court of actions bearing signs of extremist activity.

In terms of hiring and dismissing personnel including teachers, the school is bound by general provisions of the Labour Code of The Russian Federation which forbids any kind of discrimination on the grounds not related to professional qualities of an employee, including his or her attitude to religion (article 3). Distinctions, exclusions and preferences established by a federal law are not considered discriminatory if they are determined by the specific requirements of the position, usually conditional to the special concern to individuals in need of social and legal protection.

Federal law does not establish any exemptions from the general provisions of the Labour Code for teachers being hired by a public or private school with an attempt to maintain the school’s mission, or religious or philosophical attitude, or another means of manifestation of distinct character.... The requirements for a teacher’s position as well as those for a school’s security and maintenance are also settled on the national level.

Professional qualities include the ability of an individual to perform certain labor functions, taking into account his or her qualification, as well as personal characteristics of the employee (health, level of education, work experience in a certain field). The employer may also have supplementary requirements, which are necessary in addition to the standard or typical professional qualifications due to the specifics of the work (e.g. one or more foreign languages, computer skills etc.).

Wales is a more differentiated system with both centralized public and decentralized



independent systems for hiring teachers making their school system is more complex. Besides government (public) schools, Wales has a long tradition of private and religious schools (e.g., Anglican and Catholic) schools called “voluntary aided” schools that are private but receive public aid.

To teach in Wales, an individual must have Qualified Teacher Status on the basis of recognized qualifications and must be registered with the General Teaching Council for Wales. The school’s governing body is responsible for the appointment and dismissal of staff and the extent to which it can stipulate requirements, which reflect the ethos of the particular school depends on the status of the school. This is dealt with in the School Standards and Framework Act, as amended.

In a voluntary aided school with a religious character, preference may be given in the appointment, remuneration or promotion of teachers at the school to those whose religious opinions accord with those of the school or who attend religious worship in keeping with those tenets or who are willing to give religious education at the school in accordance with those tenets. Such a school may have regard to the conduct of a teacher, which is incompatible with the school’s religious precepts and tenets in relation to dismissing that teacher. A teacher appointed to give religious education in such a school may be dismissed if he or she fails to give such education ‘efficiently and suitably’.

In voluntary controlled and foundation schools with a religious character, the 1998 Act requires the appointment of teachers who are selected for their ‘fitness and competence’ to give religious education in accordance with the school’s religious tenets. Such teachers are referred to in the Act as ‘reserved’ teachers and they may comprise no more than one-fifth of the school’s teaching staff. In addition to the ‘reserved’ teachers in a foundation or voluntary controlled school, it is permissible also to have regard when appointing a head teacher to the applicant’s ‘ability and fitness to preserve and develop the religious character of the school.’<sup>7</sup>

## *Going private*

A few nations have essentially privatized education, with Chile being perhaps the best example. As Beyer (2000) explained, “Along with this change in the way of allocating resources, the market supply of education was completely deregulated, allowing private, nonprofit and for-profit, organizations to collaborate in educational management.”<sup>8</sup>

In effect, this meant that any person or body approved to run a school could have access to these allocations as well.<sup>9</sup> As a result, the number of private schools financed with public funds increased by 50 percent between 1980 and 1990,<sup>10</sup> and teachers became private employees, working either for local non-profit organization called “corporaciones municipales,” which were private law

organizations governed by their own rules, or by establishing Municipal Education Administrative Departments (Direcciones de Administración de Educación).

## *Complex and diverse*

How do nations with more decentralized and complex education systems manage the process of reviewing and hiring new teachers? We discuss Canada and India, as compared to the United States, which has perhaps the world's most complex system of education, with a diverse set of rules and processes for hiring and replacing teachers. Beside the more than 14,000 local education authorities (LEAs) that are counties, town, cities, and regions in the 50 states, different kinds of schools (public, private, religious) have different personnel systems.

With no national system for certifying and placing teachers, the states in the U.S.A. have the option of handling personnel at the state level, and/or letting local public schools hire and evaluate their own teachers. Furthermore, the 24 different types of private schools, including independent, boarding, military Montessori (that are non-religious) to a range of Catholic, Lutheran, Jewish, Muslim, Protestant, and Evangelical, each able to hire and replace their own teachers. Most states do not regulate the licensing of teachers in the private sector; so schools can decide whether to recruit teachers with a state license in their field or discipline (math, science, English, social studies) or level (elementary, primary, pre-school) or not.

Thus, a teacher could have a degree in education and/or in their subject, with special training in curriculum and pedagogy, or not. Only teachers hired by public schools must be licensed, with bachelor and master's degrees in education; private schools can replace teachers with or without a state license in many states.

Canada: One of the nations with perhaps the most complex educational system(s) is Canada that has two different official systems, Catholic and Public, in Ontario, and a range of public/private schools in the nation's 12 provinces. Among all the nations under study, Canada provides a strong example of the combination of diversity and decentralization. Like the United States, Canada has been slow to take national control of teacher preparation, licensing, and evaluation. Instead, each province can set its own standards and districts can hire their own teachers as they need and require them.

Interestingly, the Catholic school in this case was part of the Catholic Public Schools of Vancouver Archdiocese, and thus a Group 1 category independent school rather than a separate school. Still, the crucial issue in this and similar cases is whether the discrimination is a *bona fide* requirement.

The test for this, the court observed, has both subjective and objective branches, the first concerning whether the discriminatory requirement was established honestly,

in good faith and with a sincere belief that it is necessary for the work in question to be conducted properly; the second was whether the grounds for a selective hiring or dismissal are reasonably necessary to secure the objectives of the enterprise.

The importance of satisfying the objective standard was illustrated in a 2000 decision of the Ontario Superior Court that hinged upon the clarity with which employment expectations were articulated to staff. An employee of Christian Horizons, a large provider of residential and support services to the disabled, was dismissed for living in a same-sex, common-law relationship. The employee claimed discrimination to an Ontario Human Rights Tribunal arguing her lifestyle was acceptably Christian, producing Christian authorities to support her point.<sup>11</sup>

Given that private schools must, unless exempted, teach the authorized program of studies, the Canadian Certified Environmental Practitioner (CCEP) has interpreted these criteria as requiring that all private school teachers must normally hold provincial qualifications. One long-standing implication of delivering the full provincial curriculum is that Quebec private schools must typically adopt an extended schedule to present additional curriculum content integral to their purpose.

To qualify for financial support Quebec private schools must be accredited as well as registered. Section 78 of the *Act* lists seven standards that are to be “taken into account” when granting accreditation, including “the quality of the institution’s educational organization and the criteria governing the selection of the teaching and managerial personnel.”

Province by province, the requirements change for public and private-religious schools, in the hiring, reviewing and dismissing of teachers. Nova Scotia, for example, has great decentralization, with teachers

Considerable latitude is allowed in comparison to other jurisdictions, applicants being able to seek approval for school specific courses different from those included in the provincial curriculum to be accepted for equivalent credit, and for teachers not holding provincial certificates to be accepted as appropriately qualified. There were 34 private schools in Nova Scotia enrolling 3,414 students in 2010-11, representing 2.6 percent of the total elementary and secondary population. While modest, the proportion of pupils being educated in Nova Scotia’s non-public schools has doubled over the past two decades.

India: India has a tradition of local and regional control of education; and it wasn’t until the 1970s that the national government starting making education policy, and the states starting following it.

As a result, since 1976, the national government formulates educational policies and state governments have to follow them. The National Policy on Education (NPE) was the first national policy related education that the national government formulated in 1968. NPE, 1968 is a comprehensive education policy that dealt with several educational issues, such as free and compulsory education, status, emoluments and education of the teachers, development of languages, equalization of educational opportunity, educational structure and so on.

And like the United States, India has a private sector of education where teachers are paid less as these schools are dependent on private student tuition and private donations, while the state schools have large budgets from the government.

Studies have repeatedly shown that private schools serving poor populations have poor infrastructure as compared to government schools. Teachers in these private schools are paid less as compared to their counterparts in government schools. According to James Tooley of Newcastle University (UK), the teachers in private schools serving poor children receive one-third the salary of teachers in government schools.

As in the United States, teachers in India in the private schools were directly hired by the schools and government played a minor role. Private schools that receive funding from the government are known as aided schools. During the early post-independence period, although the aided schools received funding from the government, teachers were directly hired and paid by the schools. As Kingdon-Gandhi (2008) explained:

However, since 1970s, these teachers receive their salary directly from the state and are recruited by a government appointed commission, but their routine operations are governed by private management. Private schools have to meet certain criteria regarding infrastructure, teacher qualifications and salaries to receive recognition from the government. Recognized private schools often get some, although small, amount of funding from the government.<sup>12</sup>

For recruiting teachers there are no legal or constitutional procedures described in India. Teacher recruitment process varies according to different states, for example, in some states academic grades earned in class 12 are considered for recruiting primary teachers, in the state of West Bengal teachers are recruited on the basis of grade 10 test scores, whereas, states like Madhya Pradesh and Karnataka hold a Talent Eligibility Test for recruiting teachers.

Primary teachers are required to pass the grade 12 examinations and a one year course at a District Institute of Education & Training (DIET), while teachers at the

secondary and higher secondary levels must have a B.Ed and M.Ed, respectively.

Many government teacher-training institutions offer B.Ed and M.Ed courses. These training institutes are situated in most districts. However, in recent years many private teacher-training institutes started offering B.Ed. and M.Ed. courses as well. Even though there are private and government teacher training institutes, selection of students in both types of institutes is based on Common Entrance Tests conducted at the state level. Government teacher training institutes tend to admit students ranked high on the Common Entrance Tests, whereas, in the private institutions the admission is also dependent on the financial capacity of the student in addition to the scores on Common Entrance Test.

Recruiting of the teachers in the public schools is done at the state level. However, private schools have their own recruitment procedures. Academic performance is the key criterion when recruiting teachers. Dismissal of teachers is not a common phenomenon. However, in case of financial exigency the states can terminate teachers depending on the educational budget cuts.

Even though teacher recruitment is done by the states, the general pay structure is regulated by the national government. As a result of a pay commission in 2008, teacher salaries went up by almost 40 percent. Teacher salaries are generally based on the academic qualifications the teachers possess.

India thus stands at the liberal, decentralized end of the international spectrum; private schools, while usually paying less, have greater freedom in selecting teachers, while the state system is more controlled and regulated. During the early post-independent period, private schools were less regulated and could hire teachers of choice. Now, as explained by Prachi Deshmukh Odhekar, “however, since 1970s, these teachers receive their salary directly from the state and are recruited by a government appointed commission, but their routine operations are governed by the private management.”<sup>13</sup>

Uruguay: The Constitution ensures free choice of schools by stating in article 68 that “Every parent or guardian has the right to choose the teachers or schools desired for his/her children or wards.” This constitution principle is only applicable in practice for those parents who can pay tuition in private schools.

Free choice is limited by the system of funding of education: state schools are subsidized in full, while non-state schools are exempted from taxes but receive no support for operating costs. This institutional arrangement has consequences in terms of efficiency, equity, and quality. A captive market in public education leads to overcrowding and to problems of quality. The differentiated dual system (public

subsidized, private not subsidized) causes social polarization that does not favor social integration and equity.<sup>14</sup>

Uruguay differentiates preparation of teachers by grade levels, for both public and private school teachers, restricting jobs to teachers with training and degrees.

The dual nature of the education system leads to different situations in the two sectors. In elementary schools in both sectors, it is not possible to be appointed as a teacher without professional training. Graduates of the four-year program in Institutos de Formación Docente Orientación Magisterio, receive the title *maestro*. The LGE transforms these institutes into a new Instituto Universitario de Educación which is intended to raise teacher preparation to the level of university study, but this has not been implemented yet. All elementary teachers in Uruguay are qualified.<sup>15</sup>

To respond to the problem of the low level of qualifications of intermediate-level teachers, the education reform of the period 1995-2000 gave priority to the creation of new institutes to train them.

Private schools have the freedom to select their staff on the basis of philosophical, religious, or pedagogical criteria. Ordenanza N° 14 specifies in article 21 (for elementary) and 33 (for intermediate education) that “the choice of teaching personnel is the exclusive competence and responsibility of the school.”

The accreditation system imposes certain limitations. In the case of elementary schools, teachers must have the qualification of *maestro*. Ordenanza N° 14 has detailed specifications for the various ways in which a teacher may be qualified for a position in a private intermediate school.

In the public system access to teaching positions is through a competition (Estatuto del Personal Docente Resolución del CODICEN N° 9 Acta N° 86, December 20, 1993, article 26). Teachers acquire the status of civil servants, which assures them of stability in their positions. The title of *maestro* is required for a job in elementary school and that of professor for one in intermediate school. Given the insufficient number of qualified intermediate teachers, there is a hierarchy of merit to select among those who are not licensed (Estatuto del Personal Docente article 13).

Teachers are assigned to public schools by the appropriate subordinate Council of ADMINISTRACIÓN NACIONAL DE EDUCACIÓN PÚBLICA (ANEP) (see LGE artículo 63 paragraph g); it is not the school that selects the teacher, but the teacher who selects the school.<sup>16</sup> Annually, teachers choose the schools in which they wish to exercise their functions and are assigned to those chosen in the basis of seniority. This



system limits the capacity to form working teams, generates an intense instability of teachers in schools, and has the result that schools which are less attractive because of their physical location are served by teachers with less experience and qualifications.

The director of a school has little chance to influence its performance, since the personnel system is insensitive to the particular needs of each establishment. An informal mechanism, the additional staff funded by Parent Commissions, offers a partial solution. As explained, “The pressure toward uniformity in the education system appears also in its human resources. Since teachers are trained in institutions dependent upon ANEP (and not in the universities), they teach according to official programs that are common to the entire system reinforces the logic of uniformity in the Uruguayan system.”

The limited impact of school Directors should also be noted; not only do they have no power to select their teachers, but they also have very little impact on the evaluation of promotion of the teachers in their schools. This limitation makes it very difficult to create educational communities in schools.<sup>17</sup>

The subordinate councils for the four sectors of education have the authority to appoint the teachers of public schools and to elaborate their programs of study. These powers are, however, limited since the Central Council (CODICEN) has power over the budget, and thus determines the number of teaching positions and other resources, including the construction of schools.

China: Decisions about staff are made for the two main categories of teachers in China, classified by the funding source and school structure. The first category is the state-paid teachers who work for public schools and are regarded as state employees. They usually earn a regular monthly salary comparable to other civil servants or workers in state-owned enterprises. The second category is Community- paid teachers who work for non-state schools and are paid by the local community or their employer schools. Their monthly income depends on the economic conditions of the school or the local community. As explained:

Both public schools and non-state schools are authorized to hire their teachers independently in accordance with the regulations of the central government. The hiring quotas of public schools are set by the State for schools of various kinds and at different levels. In terms of the selection methods and employment process, teachers and supporting staff are usually chosen by schools, independently once they meet the post qualifications and stand out from comprehensive examinations.<sup>18</sup>

The qualification system for teachers were specified in the *Chinese Teacher Qualification Regulations* in December 1995, stipulating the requirements for different kinds of teachers, the types, titles and the scope of application of teacher qualifications, the examinations for teacher qualifications, the confirmation of teacher qualification, and their legal liabilities. To acquire a teacher's certificate, the following requirements must be met:

- (1) Citizenship: to be qualified as a Chinese teacher, the person must first be a Chinese citizen, regardless of ethnic origin, gender, or occupation.
- (2) Ethical requirements: It is a basic requirement that teachers identify as socialists. A person must be ideologically and politically "sound" in the eyes of government to apply for a teacher's certificate.
- (3) Academic requirements: Kindergarten and nursery teachers must graduate from infant normal schools for preschool education or above. Primary school teachers must graduate from secondary teacher schools or above. Junior secondary school teachers or teachers who teach general academic and specialized courses in primary vocation schools must graduate from two- or three-year specialized higher normal school or other colleges or above.

Senior secondary teachers or teachers who teach general academic and specialized courses in senior vocational schools, technical schools, or vocational high schools must graduate from normal colleges or other universities and four-year colleges or above; higher education institution teachers must graduate from four-year colleges and universities or postgraduate institutions; Adult education teachers in accordance with the different levels and types of adult education involved must graduate from higher education institutions or secondary schools or above.

- (4) Educational and teaching skills: the person who can select correctly the educational or teaching content and method, design the teaching programs scientifically, and conduct educational and teaching activities effectively must have a good command of pedagogic and psychological laws; a reasonably good articulation and ability to handle the students; an ability to conduct scientific research; ability to improve the teaching content and method and raise the teaching standards; and a good physique needed for conducting teaching activities.

Teacher training is also another requirement for becoming a permanent teacher prior to employment. To become a primary school teacher, the person must obtain a specialized education in politics, general literacy and scientific knowledge, education theories, art, physical culture, and labor skills in a secondary normal school or other

school above as explained.

Teacher qualifications are also an element of school quality. The Teachers Law stipulates the minimum degree requirements for teachers at each level of education. Therefore, the number and the percentage of teachers with the required degrees can roughly show the school's quality. In current Chinese education, teachers and educators are accountable for adherence to rules and accountable to the bureaucracy.<sup>19</sup>

Peru: This country is an interesting case, as they have a fairly diverse system, but suffer from a shortage of qualified teachers. Also, the government seeks to help poor schools by giving them resources and discretion in hiring and paying teachers.

The government plays a key role in training, placement and evaluation of teachers:

The Constitution requires that persons who teach in public schools take a “public degree course” in teacher training. This requirement is an attempt to ensure that all teachers are adequately prepared to be in the classroom. Entrance into a position as a public school teacher is contingent upon a selection process made by the Education Department in cooperation with the DRE, which is notified of empty positions by the UGEL.<sup>20</sup>

However, private schools receive great discretion over hiring new teachers, as explained:

Persons wishing to teach in private schools do not have to meet the same qualifications as public school teachers. Of course, teachers working in private institutions may qualify to work in a public school if they fulfil the necessary state requirements. Still, the owner/leader of a private school has full freedom to hire and fire his or her teaching staff.

All teachers, at any level of basic education, public or private, are required to have a university degree in pedagogy. The state does, however, make allowances for professionals who are considered experts in their fields to teach in schools (General Education Act, Article 58). Teachers must have a good command on the original language of the region where they work, as well as the Spanish.

Private education can be subsidized through the Ministry of Education's National Fund for the Development of the Peruvian Education (FONDEP), regulated by Law N.28332 (November 2004). Public education institutions may receive benefits from this fund and privately managed schools are also eligible, especially those in

economically depressed regions of the country (General Education Act, Article 91).

The educative institution, public or private, presents to FONDEP the projects to be funded. Projects can seek to address, for example, pedagogical innovations, investments to improve the educative conditions, teacher training, school supplies, and assistance for professors and students.

Importantly, the state can establish agreements with civil society organizations, such as religious institutions, that allow those associations to manage schools or public education programs. The purpose of this relationship is to enable these institutions to provide to the economically under-privileged with state funding (and regulation) for the hiring of new teaching staff or the purchase of necessary resources, for example (General Education Act, Article 92).

Sweden is an interesting case, as it's a small, coherent country with a quality education system that is highly unionized. When the government attempted in the 1970s to decentralize education, the teacher and labor unions were upset, as written:

During the 70s and the 80s, school standards of conduct and learning began slipping and teachers started to reconsider if they wanted to continue in their profession. The most brilliant young people no longer wanted to go into teaching. The situation became worse when in 1989 the government decided to decentralize education, really "municipalize" it, because the responsibility was put into the hands of local government.<sup>21</sup>

Protests were held by the trade unions representing teachers of academic subjects and from liberal political parties, but socialist and centrist parties and the trade union organizing primary school teachers were in favor of the new law. Giving local administrators and politicians access to a substantial amount of government money for education created a temptation to use some of it to fill other budgetary needs. Almost at once, differences between different school districts began to appear. Most commentators now consider that that law has been negative both for the overall educational quality and for the equality of opportunities.

When the decentralization was carried through in 1989, hiring teachers became a local decision. In public schools, principals are hired by the local authority that might use a "head hunter" to find the best candidate. In charter schools, the board makes the decision. As to teachers in public schools, the decision is often made by the principal or the principal and the trade unions together. In a charter school, there are more options. The decision could be taken by the board, by the principal or collectively by all the teachers.

From the point of view of the employee, decentralization can contribute to make teachers feel less free in regard to their employer as it opened a new possibility for schools to give preference to candidates that appeal to local administrators for non-professional reasons. Also, at the same time, individual salaries were introduced, and school principals were invited to raise the salaries of the best members of their staff.

Decisions about staff are one of the main factors that independent schools can use in order to make their schools different from state schools. They can get more committed teachers by providing a better work climate, more enthusiastic colleagues, and sometimes, but not always, better pay. In some cases, independent schools ask their teachers to work longer hours, and they are able to do so because some teachers have had no real choice because they did not have a regular teacher qualification or because the teachers preferred an independent school even if they had to work longer hours.

The United States, along with Canada and the United Kingdom, has the most complex and differentiated system for preparing, licensing, and hiring new teachers in the modern world. With 50 separate states, each with its own system of education and approach to licensing teachers, the system for hiring, and the requirements or not for replacing teachers.

## *Preparing new teachers*

All teachers in the United States are expected to have a college (post-secondary) degree, although the state governments do not set the same expectation for the different levels or types of schooling. The federal government has no role in setting standards for teaching, and local authorities, while they have complete authority to select teachers, must do so within the particular requirements of their state. Once prospective teachers graduate, they can “go public” and fulfill the requirements of their local state and district. Or if they prefer, students can apply directly for a job teaching in a private or parochial-religious schools, which have the option of hiring a teacher with a degree but no formal educational training. And more and more, getting that teacher certification has been “fast tracked” by private agencies like Teacher for America (TFA); once it accepts a candidate, TFA can give them teacher training in a summer and place them in a school (public or private) in the Fall as a regular teacher, though continuing to meet state requirements as part-time students.

## *Hiring new teachers*

The United States has complex and highly varied systems of hiring new teachers, and receives rather mixed quality ratings. In larger districts, the candidates apply and

hope to find a job and the schools and their leaders may have little control until the teachers arrive at their schools. In *Teacher and Principal Quality* (2009), Chad Alderman states:

If you stop and think about it, Teach for America (TFA) and The New Teacher Project (TNTP) are well-functioning, non-profit, national human resource departments for schools. They recruit, screen, and hire candidates, all functions of a traditional HR department. TFA and TNTP do provide a lot more induction and support for their hires, but at the base level their purpose is to find and recommend potential teachers. Of course, school districts have their own human resource departments as well, so it's worth asking why these programs were needed in the first place.

We wonder what nations like the United States and others could do to make school recruitment work better for the candidates who are prepared, sometimes licensed, and screened (e.g., interviewed) for the job? Ultimately, hiring should come down to (a) the school, (b) the principal or head, and (c) the process of reviewing, screening, interviewing and observing the candidates in action. In tough times, schools need teachers, and teachers need jobs. In better times, more candidates may apply for jobs than are available, creating a more competitive market -- and the process is rougher and more competitive.

## *Summary and implications*

Finding and replacing teachers have always been important activities as the future of the school depends on finding well-prepared, high-quality teachers for the next generation of our children. Each nation handles this process in a slightly different way. This final section looks at the various factors that influence replacement of teachers, and building a team of teachers who share common beliefs and values that reflect the schools' mission, purpose, and values.

Step 1: Access to Education for Future Teachers: The preparation of new teachers varies widely across the globe, as nations vary in their funding of high education, the requirements for becoming a teacher, if any, and the licensing and certification of new teachers.

Step 2: Training and Licensing of Teachers: Nations were different in their preparation and licensing of teachers; many required that teachers have degrees and training in teaching, although countries varied in whether they allowed schools, particularly private schools, to hire teachers who had little or no formal training or licensure as educators. Either way, each nation needs to have well-prepared teachers, who also continue to get in-service and continuing education throughout their careers to keep current and to learn the latest pedagogy and technology for use in the classroom.



Step 3: Ability of School Leaders to Recruit Teachers: The next step in this process is how teachers, trained in whatever way, can get a job in a school, public and/ or private. In the most decentralized system, the principal (leader) and board would hire their own teachers, based on their local needs and expectations. At the more nationalized level, nations like Israel have a centralized recruitment and placement service, at the national level for elementary school teachers, but a localized process for secondary schools.

Step 4: Types of Schools and their Teacher Recruiting: Also, in analyzing the teacher recruitment, nation by nation, the policies and programs vary in some cases by whether the school is a private, or religiously-affiliated schools, or a public school under national or local control. The United States is one of the most complex on these training and recruiting issues, as the nation has no national teacher training, certification, evaluation, and hiring process. Each of the 50 states has different policies for training and recruiting, shifting down to the local level, with more than 14,000 local educational authorities (LEAs), school “districts.” And states allow private schools to determine their own teacher choice, with no requirement of state certification.

Step 5: Mix of Government, Public, and Private Institutions in Replacing Teachers as Related to Performance: Thus, worldwide, we see very different teacher training, licensing and recruiting procedures. The next step in the analysis would be to relate preparation, licensing, and recruiting to teacher quality and classroom performance – culminating perhaps in improve student learning and test outcomes. Recruiting can also be seen as a “competitive job market” as schools may compete to find and hire the “best” teachers. Tying training and recruiting to student learning is the great challenge in school reform.

We see movement in that direction in the United States, for example, as Sawchuk explains in *Education Week*, “Concerns over teacher-preparation regulations that the U.S. Department of Education is crafting have spurred several higher education lobbies to join forces – a sign that the issue is rising on the agenda of college officials.” So, somehow, nations need to connect the piece: training, recruiting, and assessment of teachers, to benefit their work and their students. Thus, “performance-based assessment methods can measure many constructs at a time by relying on multiple sources of evidence, preferably collected over time, and can provide both formative and summative judgments.”<sup>22</sup>

For the future of education reform rests on preparing, recruiting, and supporting a new generation of teachers across the nations of the world. No matter how well organized and operated a nation’s teacher recruitment system is, the replacement system operates as a complex national regulated or non-regulated market. As William J. Hussar, economist at the National Center for Education Statistics concluded in his study, “Predicting the Need

for Newly Hired Teachers in the United States, 2008-2009, concluded:

States [also nations] that are expected to have large increases in enrollments and states that have relatively large numbers of older teachers may have a greater need for hiring new teachers. However, there are important differences among [nations], states and localities, such as varying retirement policies and proximity to other states that may need large numbers of teachers, which will also affect a state's need for newly hired teachers. (p. 12)

## Endnotes

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- <sup>1</sup> From “Norway” by Nina Volckmar, in volume 2 of *Balancing Freedom, Autonomy, and Accountability in Education*.
- <sup>2</sup> From “Japan” by Toshiyuki Omomo, in volume 4 of *Balancing Freedom, Autonomy, and Accountability in Education*.
- <sup>3</sup> Cohen-Eliya 2008, p. 44; also see Zehavi, 2009.
- <sup>4</sup> Oliver, 1987, pp. 7-8
- <sup>5</sup> Oliver, 1987, p. 5.
- <sup>6</sup> From “Saudi Arabia” by Fuziah Al-Odadi, in volume 4 of *Balancing Freedom, Autonomy, and Accountability in Education*.
- <sup>7</sup> From “Wales” by Ann Sherlock, in volume 4 of *Balancing Freedom, Autonomy, and Accountability in Education*.
- <sup>8</sup> Beyer, 2000, p. 645.
- <sup>9</sup> González, 1998.
- <sup>10</sup> Cox, 2003, p. 7.
- <sup>11</sup> From “Canada” by Derek J. Allison and Deani A. Neven Van Pelt, in volume 3 of *Balancing Freedom, Autonomy, and Accountability in Education*.
- <sup>12</sup> From “India” by Prachi Deshmukh Odhekar, in volume 4 of *Balancing Freedom, Autonomy, and Accountability in Education*.
- <sup>13</sup> Kingdon-Gandhi, 2008.
- <sup>14</sup> Da Silveira 2009.
- <sup>15</sup> From “Uruguay” by Pablo Landoni, in volume 3 of *Balancing Freedom, Autonomy, and Accountability in Education*.
- <sup>16</sup> Da Silveira y Queirolo 1998.
- <sup>17</sup> Da Silveira y Queirolo 1998.

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<sup>18</sup> From “China” by Kanqing Wang, in volume 4 of *Balancing Freedom, Autonomy, and Accountability in Education*.

<sup>19</sup> Ibid.

<sup>20</sup> From “Peru” by Luis Castillo, in volume 4 of *Balancing Freedom, Autonomy, and Accountability in Education*.

<sup>21</sup> From “Sweden” by Inger Enkvist, Frank Nordberg, and Elisabeth Porath Sjöö, in volume 2 of *Balancing Freedom, Autonomy, and Accountability in Education*.

<sup>22</sup> Coggs, Max, & Bassett, 2008, p. 34.

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